DOCUMENT RESUME

ED 379 020 JC 950 096

TITLE	1994-95 Legislative Program, Grossmont-Cuyamaca Community College District.
INSTITUTION	Grossmont-Cuyamaca Community Coll. District, El Cajon, CA.
PUB DATE	17 May 94
NOTE	19p.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	Access to Education; *Community Colleges; Economic Development; *Federal Legislation; Federal Regulation; Financial Support; Position Papers; *State Legislation; State Regulation; Two Year Colleges
IDENTIFIERS	Grossmont Cuyamaca Community College District CA

ABSTRACT

This booklet presents policy positions adopted by the Grossmont-Cuyamaca Community College District Governing Board, forming a legislative agenda for the college focused on the state issues of access, financing, economic development, and regulatory impediments; and the federal issues of financial aid, workforce development, and administrative burdens. A summary of the state issues indicates that: (1) with respect to access, positions include opposition to significant tuition increases which would negatively affect enrollment; opposition to differential fees; support for additional exemptions to the differential fee for public service employees, contracted education, and mandated continuing education courses; and strengthening transfer and articulation processes; (2) with respect to financing, positions include opposition to enrollment fee increases; advocacy for "hold harmless" provisions to mitigate the impact of enrollment declines; support of legislation that would require the state to "backfill" property tax shortfalls; and support of the reduction or exemption of community colleges from state and local taxes; (3) in the area of economic development, positions include support for the designation of community colleges as the state's primary delivery system for workforce training and retraining; support for initiatives that include transition skills in the provision of workplace training and basic literacy; support for funding for defense conversion; and support of proposals to encourage the use of industry equipment by community college students; and (4) with respect to regulatory impediments, positions include support for greater flexibility at the local level; support for the reduction of the number of state mandates; support for accompanying new mandates with appropriate funding; and support for Workers Compensation reform to reduce costs and enhance service delivery. Background and positions on each state and local issue are included. (KP)

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ED 379 020

Grossmont-Cuyamaca Community College District
El Cajon, California

1994-95 LEGISLATIVE PROGRAM

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The 1994-95 Legislative Program

has been developed in consultation

with the

Academic Senate -- Cuyamaca College

Academic Senate -- Grossmont College

Associated Students -- Cuyamaca College

Associated Students -- Grossmont College

California School Employees Association -- Chapter #707

Classified Senate

District & College Administration

United Faculty

Adopted by the

Grossmont-Cuyamaca Community College District Governing Board

May 17, 1994

California community college students are the most diverse of all postsecondary students. They are older, have lower family incomes, are predominantly part-time, and more likely to be independent of their parents for financial support than CSU or UC students.

Grossmont-Cuyamaca
Community College District
El Cajon, California

1994-95
LEGISLATIVE PROGRAM

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GROSSMONT-CUYAMACA COMMUNITY COLLEGE DISTRICT

8800 GROSSMONT COLLEGE DRIVE, EL CAJON, CALIFORNIA 92020-1799 619-697-9090 FAX 619-461-1391

May 1994

Dear Friend:

Throughout California, community colleges, including the Grossmont-Cuyamaca Community College District, offer the highest quality education at the lowest cost per student. Transfer, vocational education and community programs provide the path to a productive future for our students. For many, community colleges are the only avenue to securing the skills necessary for employment, for retraining and for improving skills which enable one to deal with an increasingly complex society.

Our programs are part of the solution to the state's fiscal problems. They provide the critical connection between the skills of today and the needs of tomorrow while remaining one of the State's most economical expenditures.

The District's Legislative Program addresses four key issue areas: access, financing, economic development and regulatory impediments. Adoption of legislation consistent with these policy positions will be productive for students and the community at large. I urge your review and consideration and thank you for your interest in community college education.

Sincerely,

Richard D. Alexander
Governing Board President

GROSSMONT-CUYAMACA COMMUNITY COLLEGE DISTRICT

1994-95 LEGISLATIVE PROGRAM

TABLE OF CONTENTS

SUMMARY 1
- STATE ISSUES 1
  - ACCESS 1
  - FINANCING 1
  - ECONOMIC DEVELOPMENT 2
  - REGULATORY IMPEDIMENTS 3
- FEDERAL ISSUES 4
  - FINANCIAL AID 4
  - WORKFORCE ISSUES 4
  - ADMINISTRATIVE ISSUES 5

BACKGROUND AND POSITIONS 6
- STATE ISSUES 6
  - ACCESS 6
  - FINANCING 7
  - ECONOMIC DEVELOPMENT 9
  - REGULATORY IMPEDIMENTS 10
- FEDERAL ISSUES 12
  - FINANCIAL AID 12
  - WORKFORCE ISSUES 12
  - ADMINISTRATIVE ISSUES 13

GROSSMONT-CUYAMACA COMMUNITY COLLEGE DISTRICT

1994-95 LEGISLATIVE PROGRAM

SUMMARY

STATE ISSUES

ACCESS

1. Oppose significant increase of enrollment fees which would severely, and negatively, impact student enrollment.

2. Oppose differential fees.

3. If differential fees for B.A. students will not be rescinded, support addition of exemptions to, or district-authorized waivers of, the fee for public service employees, contracted education, and mandated continuing education courses.

4. Strengthen transfer and articulation processes and seek more effective transfer guarantees to UC and CSU.

5. Oppose overly restrictive provisions for waiving student fees.

6. Seek legislation that shifts the current imbalance of student financial aid away from a reliance on loans to grants.

7. Support an increase in grants, not loans, for first year students.

8. Support for local administration of financial aid.

FINANCING

1. Oppose significant increase of enrollment fees which would severely, and negatively, impact student enrollment.

2. Advocate for restoration and retention of the statutory division of Proposition 98 funds (currently 10.98 percent for community colleges).

3. Advocate for "hold harmless" provisions and seek other mechanisms that mitigate the fiscal impact to districts resulting from enrollment declines.

4. Support legislation which would require the state to "backfill" property tax shortfalls.

5. Support reduction or exemption of community colleges from state and local taxes, including Board of Equalization and Air Pollution Control District fees.

6. If litigation is unsuccessful, advocate for forgiveness of the 1992-93 loan; especially if 1993-94 state/local tax support is reduced below 1992/93 projected levels.

7. Support legislation to define funding for categorical programs as including courses initiated after, or not overlapping, first census.

8. Support increased funding and expanded eligibility for CAL Grants.

9. Support State bond measures which allocate significant and equitable funds to community colleges.

10. Support consideration of alternative sources for capital outlay funding including state bonds solely for community college facilities and local bond options.

11. Support legislation making distance learning eligible for apportionment the same as classroom courses.

12. Support State funding for technological improvements.

ECONOMIC DEVELOPMENT

1. Advocate for designation of community colleges as the state's primary delivery system for workforce training and retraining.

2. Support initiatives that include transition skills as part of the mission of the community colleges in the provision of workplace training and basic literacy.

3. Support funding for research, education, counseling and job placement for defense conversion.

4. Support legislation that enhances workforce competitiveness by utilizing community colleges as centers for technology transfer.

5. Advocate funding for community colleges for economic conversion, pollution avoidance and technology transfer, including technical research and workforce training.

6. Support proposals, including financial incentives, to encourage the use of industry equipment by community college students for training purposes.

7. Support proposals to allow for favorable tax treatment of gifts of appreciated property and other charitable contributions

8. Advocate for funding of community college capital improvement projects as part of the State and federal economic "jump-start" efforts.

9. Support funding for additional vocational training programs for the disabled.

10. Support legislation allowing local preference in the competitive bid process.

REGULATORY IMPEDIMENTS

1. Support greater flexibility at local level, including new procedures which allow focus on outcomes not process.

2. Seek reduction of total number of state mandates in order to facilitate more local determination.

3. If new mandates are imposed, they must be accompanied by appropriate funding.

4. Support Workers Compensation reform to reduce costs and enhance service delivery.

5. Ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government.

6. Support measures which would streamline the community college facility planning and approval process.

7. Oppose air quality regulations which are more costly than effective and which count students as employees for the purpose of trip reduction efforts.

8. Delete Field Act requirements for community colleges and replace them with earthquake safety standards required of the UC and CSU systems.

FEDERAL ISSUES

FINANCIAL AID

1. Support technical amendments to protect Pell Grant eligibility for low income students who are disproportionately affected by the 1992 Higher Education Act Reauthorization.

2. Fully fund Pell Grant program.

3. Seek legislation that shifts the current imbalance of student financial aid away from a reliance on loans to grants.

4. Support an increase in grants, not loans, for first year students.

5. Support replacement of the guaranteed-loan system with direct lending which would allow borrowers to make repayments to the IRS based on their income.

6. Support pilot project to allow borrowers to earn loan forgiveness through community service work.

7. Support measures that would ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government.

8. Oppose implementation of state risk sharing related to defaulted student loans that would unfairly penalize community colleges with low loan volume.

WORKFORCE ISSUES

1. Support legislation which would allow community colleges to employ full time classified staff in part-time teaching positions with payment at the part-time teaching rate.

2. Support funding to enable assessment of job sites for accessibility for the disabled.

3. Support initiatives to expand Tech Prep by seeking full funding of the Perkins Act authorization, funding of the new Tech Prep teacher enhancement authorization in the Higher Education Act, and enactment of a Tech Prep component in the Elementary and Secondary Education Act reauthorization.

4. Seek the involvement of California community colleges in major federal employment, training, infrastructure and welfare initiatives such as Job Training 2000 and New Century Workforce.

5. Advocate for inclusion of California community colleges in the creation of voluntary industry education standards, work-based learning and apprenticeship programs and workforce development councils.

ADMINISTRATIVE ISSUES

1. Support technical amendments to the 1992 Higher Education Act which would minimize local administrative burdens.

2. Seek reduction in total number of federal mandates. If new mandates are imposed, they must be accompanied by appropriate funding.

3. Support modification of federal environmental law (The Environmental Protection Act and the Endangered Species Act) to require consideration of economic impacts.

LEGISLATIVE PROGRAM 1994

BACKGROUND AND POSITIONS

The fiscal crisis facing community college education in California demands creativity and openness to new approaches. At the same time it must be understood that a sound academic grounding will underlie not only transfer and associate degree programs but workforce training and retraining. Basic communications skills, written, verbal or technological, will be needed to survive in an increasingly complex world.

STATE ISSUES

ACCESS

As long as they are affordable to students from all segments of society, community colleges are the gateway to equity.

Background

Community college students have been impacted by two years of enrollment fee increases and imposition of the differential fee for those with bachelor's degrees or higher. On the average, for every $1 increase in fees, about 1% of the student population leaves.

California community college students are the most diverse of all postsecondary students. They are older, have lower family incomes, are predominantly part-time, and more likely to be independent of their parents for financial support than CSU or UC students. Community colleges have fewer students from middle income families and more women, minorities and disabled students than any other segment of higher education.

Community college students, regardless of income level, receive relatively little financial aid. While fee/tuition costs vary from one type of college to another, total living expenses are reasonably similar within any community.

Full-time, dependent community college students with the very lowest incomes (less than $12,000) cover 54 percent of their education costs from their own savings and earnings.

Approximately 74% of those who actually apply for financial aid in our District do <u>not</u> receive aid due to the lack of available funds. Almost 700 students were eligible for the Federal Work Study program in 92-93, but were not awarded Work Study due to lack of funds.

The situation is even worse for the 1993-94 financial aid award year. The number of applicants has increased, but funding has not. The number of students who were employed last year, but are unemployed now and have to pay for fees and books is increasing. The lack of adequate funding plus increased fees have resulted in thousands of students being denied access to the education they were otherwise seeking at GCCCD.

In addition to the lack of sufficient financial aid, the shift in recent years from grants to loans is regrettable. The proportion of grants to loans used to be approximately 75% grants and 25% loans. This has been gradually reversing so that today most financial aid is in loans (75%) while only 25% of the aid is in grants. The result is to encourage the acquisition of substantial debt by low income students. The proposed policy positions support a more balanced approach to loans and grants.

Policy positions with respect to access:

1. Oppose significant increase of enrollment fees which would severely, and negatively, impact student enrollment.

2. Oppose differential fees.

3. If differential fees for B.A. students will not be rescinded, support addition of exemptions to, or district-authorized waivers of, the fee for public service employees, contracted education, and mandated continuing education courses.

4. Strengthen transfer and articulation processes and seek more effective transfer guarantees to UC and CSU.

5. Oppose overly restrictive provisions for waiving student fees.

6. Seek legislation that shifts the current imbalance of student financial aid away from a reliance on loans to grants.

7. Support an increase in grants, not loans, for first year students.

8. Support for local administration of financial aid.

FINANCING

Funding for community colleges has been decreasing while the needs of students and the community at large have been increasing. Inadequate State funding is resulting in reduced access, fewer programs and deteriorating facilities.

Background

Community college funding from the State budget has deteriorated by 17.2 percent in the last 26 years compared to the University of California and California State University, according to a study by the California Postsecondary Education Commission. The low-cost higher education for all eligible citizens that was envisioned in the "Master Plan" is no longer a fact of life. Yet the California Community Colleges are anticipated to continue to be the primary access route to higher education for most Californians, a route that includes transfer, career education and basic skills. The most efficient use of state resources for higher education will include encouragement of lower-division enrollment growth at community colleges.

Community college education is a bargain. Consider the following funding per full-time student (or full-time student equivalent):

University of California	$16,418
Calif. State University	7,619
Calif. Community College	2,809
Kindergarten-12	4,228

A comparison with other taxpayer investments is revealing:

One year in San Diego County Jail	$18,250
One year in State Prison	30,000
One year at Community College	2,809

There is a need for a stable, predictable funding base consistent with the mission of California's community colleges.

The Property Tax Issue

Over $145 million of revenue appropriated to the California community colleges by the legislature and governor was never received during the past three years. This significant loss is due to a shortfall in property tax revenue which has not been made up by the state.

Cities, counties and other special purpose governments receive their property taxes directly and allocate them. K-12 education is subject to State estimates the same as community colleges. If the State has under-estimated property tax revenue, it "backfills" K-12 so there is no shortfall. There is no provision for "backfilling" community college property tax shortfalls.

Community colleges have been subject to shortfalls for each of the past three years: $24 million in 1991-92; $80 million in 1992-93; and an estimated $40-100 million in 1993-94, for a three-year revenue loss of more than $145 million.

Capital Outlay Funding

State funds continue to be the only source for financing community college capital facilites. Historically, the State obtains these funds through bond measures placed on the Statewide ballot by the legislature in even numbered years. Bond funds are traditionally allocated to all three higher education segments in equal one-third portions, although community colleges serve more students and have more campuses.

Policy positions with respect to budget and fiscal issues:

1. Oppose significant increase of enrollment fees which would severely, and negatively, impact student enrollment.

2. Advocate for restoration and retention of the statutory division of Proposition 98 funds (currently 10.98 percent for community colleges).

3. Advocate for "hold harmless" provisions and seek other mechanisms that mitigate the fiscal impact to districts resulting from enrollment declines.

4. Support legislation which would require the state to "backfill" property tax shortfalls.

5. Support reduction or exemption of community colleges from state and local taxes, including Board of Equalization and Air Pollution Control District fees.

6. If litigation is unsuccessful, advocate for forgiveness of the 1992-93 loan; especially if 1993-94 state/local tax support is reduced below 1992/93 projected levels.

7. Support legislation to define funding for categorical programs as including courses initiated after, or not overlapping, first census.

8. Support increased funding and expanded eligibility for CAL Grants.

9. Support State bond measures which allocate significant and equitable funds to community colleges.

10. Support consideration of alternative sources for capital outlay funding including state bonds solely for community college facilities and local bond options.

11. Support legislation making distance learning eligible for apportionment the same as classroom courses.

12. Support State funding for technological improvements.

ECONOMIC DEVELOPMENT

Through both state and federal programs, community colleges have accepted a leading role in workforce training, skills upgrading, and technology transfer. Community colleges will help the State re-establish its economic infrastructure by providing a trained and retrained workforce and by reaching out to directly support training and educational needs of business and industry.

Background

More than one million Californians enroll in community college vocational education classes each year. Local employees may participate in short term vocational classes, customized job training, or continuing education programs.

Funds used for community college education are an investment in the economic growth of California. Cost-effective training of the workforce of the future must take place today. The proven cost-effective producer of current training is the community college system.

California's community colleges are involved in retraining those caught in the downsizing of defense industry, from which nearly 200,000 jobs have been lost in recent years. Environmental technologies, international trade and health occupations are key areas for the future and community college training is there, focusing on continuous workforce improvement, technology deployment and business development.

Policy positions with respect to economic development:

1. Advocate for designation of community colleges as the state's primary delivery system for workforce training and retraining.

2. Support initiatives that include transition skills as part of the mission of the community colleges in the provision of workplace training and basic literacy.

3. Support funding for research, education, counseling and job placement for defense conversion.

4. Support legislation that enhances workforce competitiveness by utilizing community colleges as centers for technology transfer.

5. Advocate funding for community colleges for economic conversion, pollution avoidance and technology transfer, including technical research and workforce training.

6. Support proposals, including financial incentives, to encourage the use of industry equipment by community college students for training purposes.

7. Support proposals to allow for favorable tax treatment of gifts of appreciated property and other charitable contributions

8. Advocate for funding of community college capital improvement projects as part of the State and federal economic "jump-start" efforts.

9. Support funding for additional vocational training programs for the disabled.

10. Support legislation allowing local preference in the competitive bid process.

REGULATORY IMPEDIMENTS

State-imposed regulations which are non-productive, duplicative or unnecessarily costly divert our attention from educational outcomes and focus us instead on wasteful processes.

Background

Government at all levels is looking to streamline, increase cost-effectiveness and ensure productivity. Community colleges have asked for increased flexibility. Numerous state mandates direct the use of limited funds for non-education-related projects, such as storm-water plans and cumbersome employer/employee processes.

Policy positions with respect to issues involving regulatory impediments including State mandates:

1. Support greater flexibility at local level, including new procedures which allow focus on outcomes not process.

2. Seek reduction of total number of state mandates in order to facilitate more local determination.

3. If new mandates are imposed, they must be accompanied by appropriate funding.

4. Support Workers Compensation reform to reduce costs and enhance service delivery.

5. Ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government.

6. Support measures which would streamline the community college facility planning and approval process.

7. Oppose air quality regulations which are more costly than effective and which count students as employees for the purpose of trip reduction efforts.

8. Delete Field Act requirements for community colleges and replace them with earthquake safety standards required of the UC and CSU systems.

FEDERAL ISSUES

Legislative policy positions of the Grossmont-Cuyamaca Community College District with respect to financial aid, workforce and administrative issues are as noted below:

FINANCIAL AID

The Pell Grant program provides more than three-fourths of all financial aid for community college students. New initiatives at the federal level are expected to limit funding for students in vocational programs and those in need of remediation.

1. Support technical amendments to protect Pell Grant eligibility for low income students who are disproportionately affected by the 1992 Higher Education Act Reauthorization.

2. Fully fund Pell Grant program.

3. Seek legislation that shifts the current imbalance of student financial aid away from a reliance on loans to grants.

4. Support an increase in grants, not loans, for first year students.

5. Support replacement of the guaranteed-loan system with direct lending which would allow borrowers to make repayments to the IRS based on their income.

6. Support pilot project to allow borrowers to earn loan forgiveness through community service work.

7. Support measures that would ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government.

8. Oppose implementation of state risk sharing related to defaulted student loans that would unfairly penalize community colleges with low loan volume.

WORKFORCE ISSUES

The U.S. Department of Labor's interpretation of the Fair Labor Standards Act requires community colleges to pay classified staff overtime at a blended salary rate if they teach a class beyond their usual job responsibilities. This results in classified staff earning more than full-time faculty or community members for equivalent work. It also inhibits local districts from hiring their own classified staff for part-time teaching positions.

1. Support legislation which would allow community colleges to employ full time classified staff in part-time teaching positions with payment at the part-time teaching rate.

2. Support funding to enable assessment of job sites for accessibility for the disabled.

3. Support initiatives to expand Tech Prep by seeking full funding of the Perkins Act authorization, funding of the new Tech Prep teacher enhancement authorization in the Higher Education Act, and enactment of a Tech Prep component in the Elementary and Secondary Education Act reauthorization.

4. Seek the involvement of California community colleges in major federal employment, training, infrastructure and welfare initiatives such as Job Training 2000 and New Century Workforce.

5. Advocate for inclusion of California community colleges in the creation of voluntary industry education standards, work-based learning and apprenticeship programs and workforce development councils.

ADMINISTRATIVE ISSUES

1. Support technical amendments to the 1992 Higher Education Act which would minimize local administrative burdens.

2. Seek reduction in total number of federal mandates. If new mandates are imposed, they must be accompanied by appropriate funding.

3. Support modification of federal environmental law (The Environmental Protection Act and the Endangered Species Act) to require consideration of economic impacts.